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C O N F I D E N T I A L SECTION 1 OF 8 MOSCOW 15633

E.O. 11652: GDS
TAGS: PFOR, PINT, UR, CSCE
SUBJECT: MONITORING OF WARSAW PACT CSCE IMPLEMENTATION:
SOVIET UNION, OCTOBER 1975

REFS: (A) STATE 231043 (B) STATE 254152

SUMMARY. THIS MESSAGE CONSTITUTES INITIAL EMBASSY MONITORING REPORT ON SOVIET CSCE IMPLEMENTATION IN SELECTED PRIORITY FIELDS. IT IS DESIGNED TO PROVIDE A SNAPSHOT TO SOVIET PRACTICE AS OF AUGUST 1, 1975, AND TO IDENTIFY ANY CHANGES SINCE THEN, AS A BENCHMARK AGAINST WHICH TO MEASURE SUBSEQUENT SOVIET PERFORMANCE. IT ALSO SUGGESTS SPECIFIC CRITERIA FOR MEASUREMENTS IN CERTAIN AREAS. IT INCORPORATES A CONTRIBUTION FROM AMCONGEN LENINGRAD. END SUMMARY.

1. OUR CONTRIBUTION TO DEPARTMENT'S COMPILATION OF INFORMATION ON SOVIET PRACTICES IN CERTAIN CSCE-RELATED AREAS UP TO AND IMMEDIATELY FOLLOWING SIGNING OF HELSINKI FINAL ACT AUGUST 1, PER REFTEL B, FOLLOWS. IT INCORPORATES INFORMATION SUBMITTED BY AMCONGEN LENINGRAD. AS INSTRUCTED, IT FOLLOWS REF A CHECKLIST BY CATEGORY AND LETTERED SUB-CATEGORY. IT ALSO FOLLOWS LANGUAGE OF CHECKLIST SUB-CATEGORIES IN REF B RATHER CLOSELY, CONFIDENTIAL

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I.E., IN MOST CASES IT DESCRIBES STATUS ("NUMBER OF PERSONS," "POSSIBILITIES FOR TAKING OUT SUBSCRIPTIONS," ETC.) AND CHANGE ("INCREASE," "BETTER PROVISION," "RELAXATION," ETC.) AS THEY ARE CALLED FOR. AT THE SAME TIME, WHILE WE REALIZE THAT IN MANY CASES MORE AND BETTER INFORMATION WILL BE AVAILABLE TO DEPARTMENT THAN TO US, WE HAVE ATTEMPTED TO BE AS COMPREHENSIVE AS POSSIBLE.

2. WORKING CONDITIONS FOR US BUSINESSMEN.

A. WHETHER THERE IS IMPROVEMENT OF CONDITIONS FOR EXPANSION OF BUSINESS CONTACTS, INCLUDING ACCESS TO END-USERS OF IMPORTED CAPITAL GOODS AND TECHNOLOGY.

--OVER THE PAST TWO YEARS THERE HAS BEEN A GENERALLY SLOW BUT STEADY IMPROVEMENT OF CONDITIONS FOR EXPANSION OF BUSINESS CONTACTS. WE WOULD JUDGE THAT THIS IMPROVEMENT IS CHIEFLY ATTRIBUTABLE TO THE OPENING OF INCREASING NUMBERS OF MOSCOW REPRESENTATIVE OFFICERS BY US FIRMS AND TO GROWING ACQUAINTANCE OF COMPANY REPRESENTATIVES WITH MANAGEMENT AND WORKING-LEVEL CONTACTS IN SOVIET MINISTRIES AND RESEARCH INSTITUTES. EXPERIENCE DIFFERS FROM COMPANY TO COMPANY, AND THE REPRESENTATIVES OF AMERICAN INDUSTRIAL, FINANCIAL, TRADING AND MANAGEMENT FIRMS HAVE BEEN NOTABLY MORE SUCCESSFUL IN BUILDING A BROAD RANGE OF WORTHWHILE CONTACTS THAN REPRESENTATIVES OF TRAVEL FIRMS. FOR ALL BUT THE LATTER, RELATIONS WITH SOVIET CLIENTS AND ASSOCIATES CAN BE CHARACTERIZED AS REASONABLY SATISFACTORY AND IMPROVING. THERE ARE NO RESIDENT US BUSINESSMEN IN LENINGRAD, BUT OUR OFFICIALS HAVE GENERALLY RECEIVED COOPERATION FROM LOCAL OFFICIALS IN SETTING UP BUSINESS AND PROFESSIONAL CONTACTS FOR VISITING US BUSINESSMEN, EVEN WHEN THEY ARRIVE ON SHORT NOTICE WITH INTOURIST TOURS.

--NEITHER OF THE US TRAVEL ORGANIZATIONS REPRESENTED IN MOSCOW, PAN AMERICAN AND AMERICAN EXPRESS, HAS FOUND OPPORTUNITIES IN THE SOVIET UNION TO ADVERTISE ITS SERVICES OR TO ENGAGE IN SIGNIFICANT MARKET PROMOTION ACTIVITIES. HOWEVER, NO MEASURABLE LOSS IN BUSINESS FOR EITHER FIRM HAS RESULTED FROM THESE LIMITATIONS, SINCE FOREIGN TRAVEL BY SOVIET CITIZENS REMAINS ORIENTED TOWARD BUSINESS AND GROUP TRIPS, FOR WHICH THE NECESSARY

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FOREIGN EXCHANGE IS AVAILABLE ONLY THROUGH SOVIET GOVERNMENT INSTITUTIONS.

NEVERTHELESS, IT REMAINS THE CASE THAT AMEXCO AND PAN AM SALES EFFORTS ARE CLOSELY CIRCUMSCRIBED.

--NO SHARP OR IDENTIFIABLE CHANGE IN CONDITIONS FOR EXPANSION OF BUSINESS CONTACTS HAS TAKEN PLACE SINCE AUGUST 1, 1975.

B. IMPROVED POSSIBILITIES FOR ESTABLISHMENT OF PERMANENT REPRESENTATION AND OFFICES.

--AS OF AUGUST 1, 1975, NINETEEN AMERICAN FIRMS PLUS THE US-USSR TRADE AND ECONOMIC COUNCIL HAD RECEIVED PERMISSION FROM THE SOVIET GOVERNMENT TO MAINTAIN REPRESENTATIVE OFFICES IN MOSCOW. PENDING APPLICATIONS AT THAT TIME INCLUDED FIVE WITH THE FOREIGN TRADE MINISTRY, THREE WITH THE STATE COMMITTEE FOR SCIENCE AND

TECHNOLOGY, AND AT LEAST ONE WITH THE STATE BANK OF THE SOVIET UNION.

--NONE OF THESE NINE APPLICATIONS HAS BEEN APPROVED SINCE AUGUST 1, 1975.

C. BETTER PROVISION OF HOTEL ACCOMMODATION, MEANS OF COMMUNICATION, AND SUITABLE BUSINESS AND RESIDENTIAL PREMISES.

--BY AUGUST 1, 1975, ALL BUT TWO OF THE AMERICAN COMPANIES REPRESENTED IN MOSCOW HAD BEEN OFFERED AND HAD ACCEPTED OFFICE AND APARTMENT SPACE REFLECTING THEIR REQUIREMENTS. THE THREE US BANKS, PAN AMERICAN AND AMERICAN EXPRESS HAVE CHOSEN TO KEEP THE OFFICE SPACE THEY HAVE BEEN OCCUPYING IN DOWNTOWN MOSCOW HOTELS, WHILE THE OFFICES OF ALL OTHER AMERICAN FIRMS HAVE BEEN OR ARE BEING TRANSFERRED TO OTHER BUILDINGS.

--HOTEL SPACE IS LIMITED, THE BOOKING SYSTEM IS CUMBERSOME, THERE ARE GROWING NUMBERS OF VISITORS, AND IT WOULD APPEAR THAT INTOURIST GIVES FIRST PRIORITY TO HIGH-VOLUME GROUP TOURS. AS A RESULT, ALTHOUGH AMERICAN AND OTHER WESTERN BUSINESSMEN MAY RECEIVE PREFERENTIAL TREATMENT AS COMPARED WITH INDIVIDUAL TOURISTS, IT IS FREQUENTLY DIFFICULT OR IMPOSSIBLE FOR COMMERCIAL VISITORS TO OBTAIN HOTEL ACCOMMODATIONS WITHIN THE DESIRED TIME FRAME EVEN WHEN THEY HAVE INVITATIONS FROM SOVIET FOREIGN TRADE ORGANIZATIONS. THIS PROBLEM IS UNLIKELY TO BE RESOLVED UNTIL EITHER ADEQUATE OVER-ALL
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HOTEL SPACE IS AVAILABLE OR BUSINESSMEN ARE PROVIDED WITH SEPARATE FACILITIES, SUCH AS THE INTERNATIONAL TRADE

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CENTER (WHICH WILL NOT BE COMPLETED FOR AT LEAST ANOTHER FOUR YEARS). APPROVAL OF THE AMERICAN EXPRESS PROPOSAL TO TAKE TEN ROOMS IN SOVIET HOTELS PERMANENTLY HAS BEEN GIVEN BY THE SOVIET AUTHORITIES AND IS AWAITING HEADQUARTERS DECISION.

-- SINCE AUGUST 1, 1975, OFFICE AND APARTMENT SPACE REFLECTING THEIR NEEDS HAS BEEN OFFERED THE TWO AMERICAN FIRMS WHICH DID NOT HAVE SUCH OFFERS PREVIOUSLY. THERE HAS BEEN NO CHANGE IN THE HOTEL SITUATION.

D. INCREASE IN AVAILABILITY OF ECONOMIC AND COMMERCIAL INFORMATION.

-- AVAILABILITY IS LIMITED IN BOTH MOSCOW AND LENINGRAD. SOVIET LAW DOES NOT PERMIT PUBLICATION OF THE KINDS OF GENERAL ECONOMIC STATISTICS ROUTINELY AVAILABLE IN WESTERN COUNTRIES. COMPENDIA OF LAWS AND REGULATIONS CONCERNING FOREIGN TRADE ARE GENERALLY AVAILABLE FOR PURCHASE UPON PUBLICATION, BUT EDITIONS ARE LIMITED (RARELY MORE THAN 15,000 COPIES) AND INADEQUATE TO SATISFY DEMAND, AND SOON DISAPPEAR.

-- THERE HAS BEEN NO PERCEPTIBLE CHANGE SINCE AUGUST 1, 1975.

E. INCREASE IN VARIETY AND NUMBER OF COOPERATIVE ARRANGEMENTS WITH US AND OTHER WESTERN FIRMS.

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MENTS WITH US AND OTHER WESTERN FIRMS.

-- OVER THE PAST TWO YEARS THE FREQUENCY OF DISCUSSIONS BETWEEN US COMPANIES AND SOVIET AUTHORITIES REGARDING SCIENTIFIC AND TECHNOLOGICAL COOPERATION HAS FLUCTUATED IN RESPONSE RATHER TO THE INTEREST OF INDIVIDUAL AMERICAN FIRMS THAN TO SOVIET INTERESTS AND/OR ATTITUDES, WHICH HAVE BEEN CONSISTENTLY AND STRONGLY POSITIVE. THE NUMBER OF SIGNED AGREEMENTS FIXING SCIENTIFIC-TECHNOLOGICAL COOPERATION ACCORDS BETWEEN US AND SOVIET ORGANIZATIONS ROSE FROM 29 AS OF JULY 1, 1974, TO 44 AS OF AUGUST 1, 1975. THREE AGREEMENTS NEGOTIATED AND INITIALED BEFORE THAT DATE AWAIT SIGNATURE. THESE AGREEMENTS HAVE CONSISTENTLY COVERED A BROAD SPECTRUM OF TOPICS, AND IN OUR JUDGMENT ANY CONSIDERABLE INCREASE IN VARIETY IS UNLIKELY.

-- SINCE AUGUST 1, 1975, FOUR SCIENTIFIC-TECHNOLOGICAL COOPERATION AGREEMENTS WERE SIGNED BY AMERICAN AND SOVIET ORGANIZATIONS.

-- LENINGRAD REPORTS THAT ARRANGEMENTS ARE NOW FIRM FOR ARRIVAL OF SEVERAL HUNDRED SWEDISH WORKERS TO BEGIN CONSTRUCTION OF A

NEW HOTEL ON VASIL'YEVSKIY ISLAND IN THE CITY. IN MOSCOW, MORE THAN TWO HUNDRED FOREIGN CONSTRUCTION WORKERS ARE EXPECTED IN 1977 TO ASSIST IN ERECTION OF THE INTERNATIONAL TRADE CENTER WHICH WAS BEGUN TWO MONTHS AGO.

3. CRITERIA FOR ASSESSING SOVIET COMPLIANCE CONCERNING WORKING CONDITIONS FOR US BUSINESSMEN.

A. WITHIN BASKET II, THE CRITERIA IDENTIFIED BY THE DEPARTMENT SEEM COMPREHENSIVE AND WELL-CHOSEN. BECAUSE THE SOVIET FOREIGN TRADE APPARATUS GENERALLY SEEKS TIES WITH LEADING CAPITALIST BUSINESS FIRMS, DECISIONS TO DEVELOP INTENSIVE COMMERCIAL CONTACT WITH SOVIET ORGANIZATIONS REST RATHER WITH THE WESTERN BUSINESSMEN THAN WITH THEIR POTENTIAL SOVIET TRADING PARTNERS. AS A RESULT, QUANTITATIVE AGGREGATES, I.E., NUMBERS OF VISAS ISSUED TO FOREIGN COMMERCIAL TRAVELERS OR APPLICATIONS FOR ACCREDITATION TO OPEN MOSCOW OFFICES, LOSE MEANING. IT IS INSTEAD THROUGH SUCH QUALITATIVE FACTORS AS ACCESS TO END-USERS OR DELAYS IN ACQUISITION OF SATISFACTORY WORKING AND LIVING QUARTERS THAT THE USSR'S COMPLIANCE WITH PERTINENT FINAL ACT PROVISIONS CAN BEST

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BE ASSESSED.

B. GIVEN LONG-STANDING SOVIET REFUSAL TO PUBLISH SIGNIFICANT NATIONAL INCOME ACCOUNT INFORMATION FOR THE USSR (SOVIET LAWS PASSED MORE THAN 40 YEARS AGO DEFINE SUCH DATA AS STATE SECRETS), IT WOULD SEEM UNREALISTIC TO EXPECT THAT ANY MAJOR INCREMENT OF STATISTICS ON THE SOVIET ECONOMY WILL FIND ITS WAY INTO PRINT BECAUSE OF OBLIGATIONS UNDERTAKEN IN HELSINKI. IN VIEW OF THE EXPLICIT INJUNCTION TO PROVIDE SUCH INFORMATION, HOWEVER, EMBASSY RECOMMENDS CONTINUED ATTENTION TO THIS ASPECT OF FINAL ACT IMPLEMENTATION.

4. FAMILY MEETINGS AND REUNIFICATION

A. NUMBER OF PERSONS PERMITTED TO DEPART TO VISIT THEIR FAMILIES TEMPORARILY.

-- THE EMBASSY HAS ISSUED APPROXIMATELY 1,000 VISAS PER YEAR SINCE 1970 TO "PRIVATE VISITORS" PROCEEDING TO THE U.S. FOR THE EXPRESS PURPOSE OF VISITING RELATIVES: 1970 - 1,087; 1971 - 1,015; 1972 - 969; 1973 - 1,059; 1974 - 1,135; JAN-SEPT 1975 - 1,043. PRIVATE VISITORS' VISAS ISSUED IN THE THREE MONTHS JULY-SEPT WERE 432 IN 1974 AND 397 IN 1975. AMCONGEN LENINGRAD ISSUED 62 VISITORS' VISAS OF ALL KINDS IN JAN-JULY 1975, AND 42 MORE BETWEEN AUGUST 1 AND OCTOBER 25. HOWEVER, IN ADDITION TO "PRIVATE VISITORS" TO FAMILIES, THE SOVIET UNION SENDS INTOURIST-CONTROLLED "TOURISTS" TO THE UNITED STATES: VISAS IN THIS CATEGORY HAVE RISEN FROM A LOW BASE IN

1970 TO ABOUT HALF THE "PRIVATE VISITOR" RATE IN RECENT YEARS
(SEE PARA 6A BELOW).

-- THERE HAVE BEEN NO DISCERNIBLE CHANGES IN SOVIET PRACTICE
CONCERNING "PRIVATE VISITORS" SINCE AUGUST 1, 1975. THE CRITERIA
FOR IMPROVEMENT IN THIS AREA WOULD BE AN INCREASE IN THE NUMBER
OF "PRIVATE VISITORS" PERMITTED TO VISIT RELATIVES IN THE U.S.,
AND, TO THE EXTENT THAT DATA ARE AVAILABLE, A DECREASE IN THE
NUMBER OF REFUSED EXIT PERMITS TO PROSPECTIVE VISITORS.

B. NUMBER OF PERSONS PERMITTED TO EMIGRATE TO JOIN THEIR
FAMILIES.

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-- OUR FIGURES ARE FOR SOVIET EMIGRANTS IN POSSESSION OF SOVIET
EXIT VISAS DESIGNATING THE U.S. AS THEIR DESTINATION. MOST ARE
GOING TO FAMILIES, BUT NOT NECESSARILY ALL. SO FAR AS WE ARE
ABLE TO JUDGE, THE SOVIET CONCEPT OF EMIGRATION LEGITIMATES
RESETTLEMENT ABROAD ONLY FOR FAMILY REUNIFICATION OR ETHNIC
REPATRIATION. EVERY PROSPECTIVE EMIGRANT MUST THEREFORE PRESENT
AN INVITATION, ALMOST ALWAYS FROM A FAMILY MEMBER, INDICATING
THE COUNTRY TO WHICH HE INTENDS TO EMIGRATE. WHEN EXIT PERMIS-
SION IS GRANTED, THAT COUNTRY IS ENTERED IN THE FOREIGN TRAVEL
PASSPORT, AND THE EMIGRANT MUST THEN RECEIVE A VISA FROM THAT
COUNTRY BEFORE HE IS PERMITTED TO DEPART THE USSR.

-- OUR FIGURES INCLUDE TWO CATEGORIES OF SOVIET EMIGRANTS
DESIGNATING THE U.S. AS THEIR DESTINATION WHILE IN THE USSR:
THOSE ELIGIBLE FOR U.S. IMMIGRANT VISAS ISSUED IN MOSCOW AND
THOSE PROCESSED UNDER A SPECIAL PROGRAM WHICH PERMITS RESETTLE-
MENT IN THE U.S. OF SOVIET CITIZENS
WHOSE U.S. SPONSORS LACK EITHER AMERICAN CITIZENSHIP OR A
DEGREE OF FAMILY RELATIONSHIP QUALIFYING THEM UNDER OUR LAW TO
FILE IMMIGRANT VISA PETITIONS. THE LATTER PROGRAM WAS INSTITUTED
JANUARY 1, 1972; IT HAS ENCOMPASSED MANY JEWISH AND ARMENIAN
EMIGRANTS.

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--THE NUMBER OF PERSONS PERMITTED TO EMIGRATE TO JOIN FAMILIES, AS SHOWN BY OUR FIGURES AS DEFINED ABOVE, HAS EXPANDED STEADILY IF UNSPECTACULARLY SINCE 1970: 1970 - 230; 1971 - 287; 1972 - 494; 1973 - 758; 1974 - 1,019; JAN-SEPT 1975 - 961. SOVIET EMIGRANTS HAVING THE U.S. AS THEIR DESTINATION IN THE THREE MONTHS JULY-SEPT WERE 255 IN 1974 AND 269 IN 1975.

--IT IS DIFFICULT TO EVALUATE THE IMPACT OF DIRECT BILATERAL U.S. REPRESENTATION ON SOVIET PRACTICE CONCERNING POTENTIAL EMIGRANTS TO THE U.S. FAMILIES ON WHOM WE CARRY NO FILE, USUALLY ARMENIAN, CONTINUE TO NOTIFY US THAT THEY HAVE RECEIVED EXIT PERMISSION. ON THE OTHER HAND, OFFICIAL REPRESENTATIONS ON BEHALF OF PROSPECTIVE EMIGRANTS--SEVENTEEN SO-CALLED "REPRESENTATION LISTS" HAVE BEEN SUBMITTED SO FAR, MOST RECENTLY ON AUGUST 18--APPEAR TO HAVE BEEN EFFECTIVE IN SOME CASES, AND NOT IN OTHERS. THIRTY-EIGHT PERCENT OF THE CASES INCLUDED IN THE PREVIOUS LIST, SUBMITTED IN APRIL 1974, HAVE BEEN FAVORABLY RESOLVED. THE CRITERION FOR IMPROVEMENT IN THIS AREA WOULD BE AN INCREASE IN THE NUMBER OF SOVIETS GRANTED EXIT PERMISSION FOR THE UNITED STATES AND, TO THE EXTENT DATA ARE AVAILABLE, A DECREASE IN THE NUMBER OF REFUSALS. A SECOND IMPORTANT CRITERION WOULD BE AN INCREASE IN THE NUMBER OF REPRESENTATION LIST CASES FAVORABLY RESOLVED.
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--THERE HAS BEEN NO DISCERNIBLE CHANGE IN PATTERNS OF SOVIET PRACTICE IN THIS AREA SINCE AUGUST 1, 1975.
C. DISCRIMINATION AS REGARDS TRAVEL DOCUMENTS AND VISAS ACCORDING TO COUNTRY OF DESTINATION OR ORIGIN.

--AS NOTED, UNDER THE SOVIT CONCEPT OF EMIGRATION ONLY FAMILY REUNIFICATION AND ETHNIC REPARTIATION SEEN TO PROVIDE VALID GROUNDS FOR RESETTLEMENT ABROAD. ONE IMPORTANT EFFECT IS THE SIGNIFICANT IMPACT OF ETHNIC BACKGROUND AND REGIONAL DIFFERENCES ON THE ADMINISTRATION OF SOVIET EMIGRATION REGULATIONS. CURRENTLY, THE ETHNIC COMPOSITION OF PERSONS RECEIVING EXIT PERMISSION FOR THE U.S. IS 60 PERCENT JEWISH, 30 PERCENT ARMENIAN, AND 10 PERCENT ALL OTHER SOVIET NATIONALITIES. THE RELATIVELY HIGH PROPORTION OF ARMENIANS WOULD SEEM TO SIGNAL THE CO-

EXISTENCE OF TWO FACTORS: AN ETHNICALLY CONCENTRATED GROUP OF ASPIRING EMIGRANTS, AND A REGIONAL ADMINISTRATION GENERALLY FAVORABLY DISPOSED TO THEIR DEPARTURE. THE LATTER FACTOR APPEARS TO BE NOTABLY ABSENT IN THE SOVIET BALTIC REPUBLICS, MOLDAVIA, AND THE UKRAINE.

--THE SOVIET PRACTICE OF REQUIRING A VISA FROM THE COUNTRY TO WHICH EXIT PERMISSION HAS BEEN GRANTED CAN HAVE A DISCRIMINATORY SIDE-EFFECT IN CASES WHERE SUCH VISAS ARE NOT GRANTED. AS FAR AS WE CAN DETERMINE, FRANCE AND LEBANON CURRENTLY REFUSE TO ISSUE VISAS TO PROSPECTIVE SOVIET EMIGRANTS, AND THE LEBANESE APPROACH IN PARTICULAR HAS THE EFFECT OF PREVENTING MANY WOULD-BE ARMENIAN DEPARTEES FROM LEAVING THE USSR. MANY ULTIMATELY DESIRE TO ENTER THE U.S., AND SOME HAVE EVEN RECEIVED U.S. IMMIGRANT VISAS, WHICH THEY CANNOT USE UNTIL THEY RECEIVE LEBANESE VISAS.

--THERE APPEAR TO HAVE BEEN NO CHANGES IN THE SOVIET PRACTICES DESCRIBED ABOVE SINCE AUGUST 1, 1975. ONE CRITERION FOR IMPROVEMENT IN THIS AREA WOULD BE A PERCENTAGE INCREASE IN THE PROPORTION OF SOVIET EMIGRANTS OF OTHER THAN JEWISH AND ARMENIAN NATIONALITY RECEIVING EXIT PERMISSION FOR THE UNITED STATES; A SECOND WOULD BE RELAXATION OF THE REQUIREMENT THAT A PROSPECTIVE EMIGRANT RECEIVE THE VISA OF THE COUNTRY WHICH IS ENTERED AS HIS DESTINATION ON THE FOREIGN TRAVEL PASSPORT.

D. IF PERSONS APPLYING TO VISIT OR JOIN FAMILIES SUFFER PENALTIES BY SO DONG.

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--NEITHER EMBASSY MOSCOW NOR AMCONGEN LENINGRAD HAVE EVIDENCE THAT PERSONS APPLYING TO VISIT RELATIVES SUFFER ADVERSE CONSEQUENCES, BUT THE SOVIET AUTHORITIES APPLY SEVERAL MEASURES TO ENSURE THAT THEY RETURN TO THE USSR, IN OUR EXPERIENCE. YOUNG PEOPLE WITH FAMILIES ARE RARELY ALLOWED TO TRAVEL TOGETHER TO THE U.S. ELDERLY SOVIET VISITORS ARE DETERRED FROM REMAINING ABROAD PERMANENTLY BY INABILITY TO DRAW PENSION BENEFITS OUTSIDE THE USSR. IT HAS ALSO BEEN NOTED THAT WHEN A TEMPORARY VISITOR DECIDES TO REMAIN IN THE U.S. RATHER THAN RETURN TO THE USSR, FUTURE REQUESTS FOR EXIT PERMISSION BY HIS FAMILY MEMBERS ARE UNLIKELY TO BE GRANTED.

--APPLICANTS FOR PERMANENT EXIT PERMISSION TO THE U.S. OFTEN SUFFER A WIDE RANGE OF PENALTIES. NUMEROUS PROSPECTIVE EMIGRANTS HAVE REPORTED THAT THEY LOST THEIR JOBS THE DAY FOLLOWING THEIR REQUEST FOR EXIT PERMISSION. IN MANY CASES, PROSPECTIVE EMIGRANTS ARE OBLIGED TO ACCEPT WORK AS DAY-LABORERS IN FACTORIES WHERE THEY HAD HELD PROFESSIONAL OR SUPERVISORY POSITIONS. STUDENTS REQUESTING EXIT PERMISSION ARE USUALLY EXPELLED FROM INSTITUTES OR UNIVERSITIES, AND THE GRANTING OF ACADEMIC DEGREES

ALREADY EARNED HAS ON OCCASION BEEN DELAYED OR DEFERRED INDEFINITELY. LESS FREQUENTLY, PROSPECTIVE EMIGRANTS ARE FORCED TO SURRENDER THEIR APARTMENTS AND ACCEPT MUCH SMALLER ACCOMMODATIONS WHILE THEIR APPLICATIONS ARE PROCESSED. IN A FEW CASES, THEY AND THEIR CHILDREN HAVE BEEN SUBJECTED TO VERBAL THREATS OR PHYSICAL ABUSE FROM INDIVIDUALS OR FROM POLICE AUTHORITIES.

--REGIONAL AND ETHNIC FACTORS ALSO APPEAR TO INFLUENCE THE PENALTIES TO WHICH PROSPECTIVE EMIGRANTS ARE LIABLE: ARMENIAN APPLICANTS SEEM TO HAVE AN EASIER TIME THAN APPLICANTS FROM THE BALTIC REPUBLICS, THE UKRAINE, AND EVEN THE RSFSR, AND JEWISH APPLICANTS SEEM TO SUFFER MORE NEGATIVE CONSEQUENCES THAN ANY OTHER ETHNIC CATEGORY.

--NO CHANGES HAVE BEEN DISCREINIBLE SINCE AUGUST 1, 1975. THE CRITERION FOR IMPROVEMENT IN THIS AREA WOULD BE A REDUCTION IN THE PENALTIES INCURRED BY PERSONS REQUESTING EXIT PERMISSION AS REVEALED DURING FINAL VISA INTERVIEWS. E. REDUCTION OR INCREASE IN FEES FOR TRAVEL APPLICATIONS AND PASSPORTS; WHETHER FEES ARE "MODERATE."

--THE FEES PAID BY PROSPECTIVE TRAVELERS FROM THE USSR
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VARY GREATLY, DEPENDING ON PARTICULAR CIRCUMSTANCES, INCLUDING REGIONAL AND ETHNIC BACKGROUND.

--A SOVIET CITIZEN APPLYING FOR A FOREIGN TRAVEL PASSPORT PAYS A FEE OF 40 RUBLES, WHICH IS NOT REFUNDABLE IF THE APPLICATION IS REFUSED. IN A RECENT CONVERSATION WITH AMERICAN PARLIAMENTARIAN, THE ATTENTION OF SOVIET VISA OFFICIALS WAS DRAWN TO THE RELEVANCE OF CSCE PROVISIONS TO NON-REFUNDABILITY OF THIS FEE, AND THE LATTER ALLUDED TO THE POSSIBLITY OF EXAMINING THE PRACTICE IN THE LIGHT.

--WHEN A FOREIGN TRAVEL PASSPORT IS ACTUALLY ISSUED, AN ADDITIONAL CHARGE OF APPROXIMATELY 500 RUBLES IS LEVIED.

--THE PROSPECTIVE EMIGRANT TO ISRAEL MAY ALSO BE REQUIRED TO RENOUNCE SOVIET CITIZENSHIP AFTER PAYMENT OF AN ADDITIONAL 700 RUBLE FEE.

--150-250 RUBLES PER MONTH WOULD SEEM TO BE A DECENT WAGE FOR A SKILLED WORKER OR TECHNICALLY QUALIFIED EMPLOYEE IN MOSCOW; MOST FAMILIES HAVE MORE THAN ONE- WAGE EARNER, AND MULTIPLE JOB-HOLDING IS FREQUENT.

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IN ADDITION TO OFFICIAL FEES, MANY APPLICANTS HAVE ASSERTED THAT SOVIET FOREIGN TRAVEL PASSPORTS CAN BE OBTAINED BY BRIBING LOCAL OFFICIALS. MOST SUCH ASSERTIONS REFER TO NON-RUSSIAN AREAS WHERE SUCH PRACTICES HAVE A LONG TRADITION. A RECENT ARMENIAN APPLICANT CLAIMED THAT ANOTHER ARMENIAN PAID AN "EXTRA FEE" OF 10,000 RUBLES FOR EXIT PERMISSION FOR HIMSELF AND HIS FAMILY. SINCE EMIGRANTS ARE FORBIDDEN TO TAKE LARGE AMOUNTS OF MONEY WITH THEM, APPLICANTS OFTEN HAVE CASH AT THEIR DISPOSAL, AND THE OPPORTUNITY FOR GRAFT IS HEIGHTENED.

-- NO CHANGES IN THE FEES AND PRACTICES DESCRIBED ABOVE HAVE BEEN NOTED SINCE AUGUST 1, 1975.

-- THE CRITERION FOR IMPROVEMENT IN THIS AREA WOULD BE A REDUCTION OF FEES PAID TO OBTAIN FOREIGN TRAVEL DOCUMENTS AND MOVEMENT TOWARD REFUNDING OF FEES IN CASES WHERE EXIT PERMISSION IS REFUSED, AS PROVIDED IN THE FINAL ACT.

F. ANY RELAXATION OF CLOSED AREA RESTRICTIONS OR BUREAU-CRATIC INHIBITIONS AGAINST VISITING RELATIVES IN TOWNS OFF THE USUAL TOURIST CIRCUIT.

-- VISITORS TO THE SOVIET UNION ARE CLASSIFIED AS EITHER "PRIVATE VISITORS" (TO RELATIVES) OF "TOURISTS." "TOURISTS" CONFIDENTIAL

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VISITING THE USSR UNDER INTOURIST AUSPICES FIND IT VIRTUALLY IMPOSSIBLE TO LEAVE THEIR TOUR TO VISIT RELATIVES IN TOWNS OFF THE TOURIST CIRCUIT. IF PERMITTED, SUCH CHANGES USUALLY REQUIRE THE PURCHASE OF A "NEW TOUR" TO THE TOWN IN QUESTION AT EXORBITANT RATES. "PRIVATE VISITORS," HOWEVER, VISIT AND USUALLY STAY WITH RELATIVES IN TOWNS OFF THE NORMAL INTOURIST CIRCUIT WITHOUT OSTENSIBLE INTOURIST SUPERVISION, -- NEITHER CATEGORY, HOWEVER, IS ALLOWED TO VISIT RELATIVES WHO LIVE IN AREAS OF THE USSR WHICH ARE CLOSED TO FOREIGNERS.

-- NO RELAXATION HAS BEEN NOTED SINCE AUGUST 1, 1975.

-- THE CRITERION FOR IMPROVEMENT IN THIS AREA WOULD BE DISCERNIBLE RELAXATION OF SOVIET RESTRICTIONS ON TRAVEL OFF THE TOURIST CIRCUIT OR ANY REDUCTION IN THE NUMBER OF AREAS CLOSED TO FOREIGN TOURISTS.

G. PRIORITY ISSUANCE OF TRAVEL DOCUMENTS AND VISAS TO OLD OR ILL PERSONS AND IN CASES OF SERIOUS ILLNESS OR DEATH.

-- SOVIET PRACTICE IN CASES INVOLVING SERIOUS ILLNESS OR DEATH VARIES WITH INDIVIDUAL CIRCUMSTANCES, BUT ILLNESS OR IMMINENT DEATH APPEAR TO HAVE RESULTED IN PRIORITY ISSUANCE OF VISITOR'S VISAS IN SOME CASES. MANY APPLICANTS HAVE REPORTED THAT PASSPORTS HAVE BEEN ISSUED VERY QUICKLY IN FAMILY EMERGENCIES, ALTHOUGH THE MEASURES TO ENSURE RETURN TO THE USSR OUTLINED UNDER SUB-HEADING D ABOVE CONTINUE TO BE APPLIED.

-- ILLNESS OR IMMINENT DEATH APPEAR TO HAVE MUCH LESS IMPACT IN CASES INVOLVING PERMISSION TO EMIGRATE. THE EMBASSY HAS MADE SEVERAL REQUESTS (TILLE, KUZMA) FOR SPECIAL CONSIDERATION OF APPLICATIONS TO JOIN SICK OR DYING RELATIVES, WITHOUT MUCH SUCCESS.

-- SINCE AUGUST 1, 1975, JEWISH ACTIVIST YURIY PODRIACHIK WAS HOWEVER PERMITTED TO DEPART FOR ISRAEL AFTER HIS MOTHER DIED THERE. DIRECT INTERCESSION BY AN AMERICAN SENATOR AND BY THE NETHERLANDS EMBASSY MAY HAVE BEEN A FACTOR IN THIS DECISION.

-- A CRITERION FOR IMPROVEMENT IN THIS AREA WOULD BE AN INCREASE IN THE NUMBER OF EMIGRATION CASES RESOLVED IN WHICH
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ILLNESS OR DEATH IS A FACTOR. IN PARTICULAR, SOME RESPONSE TO U.S. REPRESENTATION IN SPECIFIC HARDSHIP CASES (KUZMA, TILLE) WOULD BE AN IMPROVEMENT.

H. IF THOSE JOINING FAMILIES PERMANENTLY ARE PERMITTED TO SHIP HOUSEHOLD AND PERSONAL EFFECTS.

-- FAMILIES DEPARTING THE USSR FOR PERMANENT RESIDENCE ABROAD (IN NON-COMMUNIST COUNTRIES AT LEAST) ARE PERMITTED TO SHIP HOUSEHOLD EFFECTS AND FURNITURE, BUT THESE MUST HAVE BEEN OWNED FOR THREE YEARS PRIOR TO RECEIPT OF EXIT PERMISSION. EMIGRANTS MAY ALSO TAKE ONE PLAIN RING AND ONE WITH A STONE, AS WELL AS SMALL AMOUNTS OF GOLD OR SILVER JEWELRY. IN OUR EXPERIENCE, BY PREVENTING TRANSFER OF WEALTH ABROAD SUCH RESTRICTIONS OFTEN FORCE FAMILIES TO BEGIN LIFE ANEW WITH FEW ASSETS, AND MAKE EMIGRATION DIFFICULT WITHOUT HELP FROM FAMILY, FRIENDS OR VOLUNTARY AGENCIES.

-- TRANSFER OF FUNDS BY EMIGRANTS IS ALSO SUBJECT TO STRINGENT LIMITATIONS. EACH EMIGRANT IS ALLOWED TO CHANGE SOVIET INTO FOREIGN CURRENCY IN THE AMOUNT OF APPROXIMATELY \$100 U.S. ALL OTHER CASH ASSETS MUST BE LEFT BEHIND OR DEPOSITED IN THE USSR FOREIGN TRADE BANK. FUNDS DEPOSITED CANNOT BE WITHDRAWN BY THE EMIGRANT LIVING IN A NEW COUNTRY, BUT HIS FAMILY IN THE NEW COUNTRY MAY INHERIT THESE FUNDS ON HIS DEATH.

-- WE HAVE DISCERNED NO CHANGE IN THESE PRACTICES SINCE AUGUST 1, 1975. IMPROVEMENT IN THIS CATEGORY MIGHT TAKE THE FORM OF RELAXATION OF CURRENT SOVIET RULES PREVENTING EMIGRANTS FROM TAKING MONEY, JEWELS, AND OTHER VALUABLES WITH THEM.

5. BINATIONAL MARRIAGES

A. NUMBER OF BINATIONAL MARRIAGES INVOLVING AMERICANS AND, IF POSSIBLE, OTHER FOREIGN NATIONALS.

-- SOVIET PRACTICE APPEARS TO DISTINGUISH BETWEEN RECENTLY MARRIED INDIVIDUALS AND SPOUSES LONG SEPARATED AS A RESULT OF WAR, BORDER CHANGES OR EMIGRATION.

-- RECENT MARRIAGE CASES NORMALLY ARISE FOLLOWING A MARRIAGE
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CEREMONY BETWEEN A SOVIET CITIZEN AND A CITIZEN OF A NON-COMMUNIST COUNTRY PERFORMED AT THE BUREAU OF RECORDS AND CIVIL ACTS (ZAGS), WHICH ALSO REGISTERS THE MARRIAGE. UPON COMPLETION OF THE MARRIAGE, THE SOVIET SPOUSE NORMALLY APPLIES FOR EXIT PERMISSION TO JOIN HIS NON-SOVIET SPOUSE. AN AMERICAN CITIZEN DESIRING TO MARRY A SOVIET CITIZEN IS FIRST REQUIRED TO PRESENT A LETTER OF PERMISSION FROM THE AMERICAN EMBASSY TO THE ZAGS OFFICE REGISTERING THE MARRIAGE. SINCE 21 SUCH LETTERS WERE ISSUED DURING THE YEAR PREVIOUS TO AUGUST 1, 1975, WE INFER THAT APPROXIMATELY THAT NUMBER OF MARRIAGES WERE ACTUALLY PERFORMED. AMCONGEN LENINGRAD HAS WITNESSED SIX MARRIAGES INVOLVING AMERICANS DURING 1975. OTHER WESTERN EMBASSIES REPORT MARRIAGES BETWEEN SOVIETS AND THEIR NATIONALS: SOME, LIKE THE SPASSKY-SHCHEREBACHOVA CASE, HAVE RECEIVED WIDE PUBLICITY.

-- CASES INVOLVING LONG SEPARATIONS BETWEEN SOVIET AND NON-SOVIET NATIONALS RECEIVE LESS ATTENTION THAN RECENT MARRIAGE CASES, BUT OFTEN APPEAR TO BE DEALT WITH MORE SEVERLY, APPARENTLY BECAUSE SOVIET AUTHORITIES OFTEN CONSIDER THE "NON-SOVIET" SPOUSE A SOVIET CITIZEN. IN MANY OF THESE CASES, THE NON-SOVIET SPOUSE DEPARTED THE USSR OR A TERRITORY ANNEXED BY THE USSR AS A RESULT OF DISLOCATIONS ASSOCIATED WITH WORLD WAR II. THE NUMBER OF SUCH CASES STILL ACTIVE IS SMALL, BUT REUNIFICATION IS RARE.

B. DISCRIMINATION REGARDING TRAVEL DOCUMENTS AND VISAS AND
PENALTIES FOR APPLYING FOR TRAVEL (AS UNDER PARA 4C
ABOVE).

-- A WIDE VARIETY OF SANCTIONS ARE APPLIED ARBITRARILY TO
SOVIET CITIZEN SPOUSES OF AMERICANS OR NATIONALS OF OTHER NON-
COMMUNIST COUNTRIES. THE MOST IMPORTANT IS EXTENDED SEPARATION
FROM THE SPOUSE, BUT OTHERS MAY BE IMPOSED WHILE THE SOVIET IS
WAITING PERMISSION TO JOIN HIS SPOUSE ABROAD: LOSS OF JOB
OR STUDENT STATUS UPON MARRIAGE, DENIAL OF TEMPORARY VISITOR'S
VISA TO THE FOREIGN SPOUSE.

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-- A NUMBER OF FACTORS MAY RESULT IN VARIED TREATMENT OF INDIVIDUAL CASES. SOVIET ARMENIANS WHO MARRY AMERICANS GENERALLY EXPECT TO RECEIVE EXIT PERMISSION WITHIN 6 - 8 MONTHS, WHILE PERSONS OF OTHER ETHNIC ORIGIN NORMALLY WAIT LONGER. CASES INVOLVING PREVIOUS MARRIAGES AND ESPECIALLY CHILDREN BY A PREVIOUS SPOUSE ARE USUALLY MORE DIFFICULT. FINALLY, MILITARY SERVICE REQUIREMENTS OR ALLEGED PRIOR "SECRET" OR "SENSITIVE" WORK CAN COMPLICATE HANDLING.

-- SOVIET PERFORMANCE IN RECENT MARRIAGE CASES HAS BEEN MIXED. SINCE AUGUST 1, 1975, SEVERAL, INCLUDING SOME INCLUDED IN OUR LATEST "REPRESENTATION LIST," HAVE BEEN FAVORABLY RESOLVED; OTHERS, INCLUDING THE CASE OF IRINA MCCLELLAN, REMAIN UNRESOLVED DESPITE SEVERAL REPRESENTATIONS AND AN EXTENSIVE CAMPAIGN IN THE U.S. PRESS. AMCONGEN LENINGRAD KNOWS OF NO CASES OF DISCRIMINATION OR PENALTIES RELATING TO EXIT APPLICATIONS INVOLVING RECENT MARRIAGES IN 1975, ALTHOUGH PROCESSING CAN TAKE SEVERAL MONTHS.

-- IN CASES OF LONG-DIVIDED SPOUSES, SOVIET AUTHORITIES USUALLY DO NOT APPLY HEAVY SANCTIONS TO THE SOVIET SPOUSE, BUT THE HARDSHIP OF EXTENDED SEPARATION IS OF COURSE MORE SEVERE. AND FEW SUCH CASES ARE FAVORABLY RESOLVED.

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-- A FIRST CRITERION FOR IMPROVEMENT IN THIS CATEGORY WOULD BE A REDUCTION IN THE OBSTACLES FACED BY FOREIGNERS TRYING TO MARRY SOVIET CITIZENS, INCLUDING LENGTH OF WAIT FOR REGISTRATION OF MARRIAGE AT ZAGS. A SECOND CRITERION WOULD BE A REDUCTION IN THE PENALTIES INCURRED BY SOVIET SPOUSES AWAITING EXIT PERMISSION. A THIRD WOULD BE A GENERAL REDUCTION IN THE PERIOD OF WAITING FOR EXIT PERMISSION IN RECENT MARRIAGES CASES. A FOURTH WOULD BE RESOLUTION OF THE FEW RECENT MARRIAGE CASES ON THE REPRESENTATION LIST, SUCH AS THAT OF IRINA MCCLELLAN. A FIFTH CRITERION WOULD BE RESOLUTION OF AT LEAST SOME OF THE LONG-STANDING DIVIDED SPOUSE CASES ON THE REPRESENTATION LIST.

5. TRAVEL FOR PERSONAL AND PROFESSIONAL REASONS

A. NUMBER OF PERSONS WHO OBTAIN U.S. VISAS (INCLUDING PERSONS WHO RECEIVED VISAS FOLLOWING WAIVERS OF INELIGIBILITY) FOR PERSONAL AND PROFESSIONAL REASONS; NUMBER OF VISA APPLICANTS REFUSED IN EACH CATEGORY.

-- PERSONAL TRAVEL TO VISIT FAMILIES IS DESCRIBED IN PARA 4 A ABOVE.

-- THE NUMBER OF VISAS GRANTED TO SOVIET "TOURISTS" VISITING THE U.S. UNDER OFFICIAL SPONSORSHIP HAS RISEN AS FOLLOWS: 1970 - 219; 1971 - 225; 1972 - 429; 1973 - 370; 1974 - 596; JANUARY-SEPTEMBER 1975 - 469. VISAS ISSUED TO "TOURISTS" IN THE THREE MONTHS JULY-SEPTEMBER WERE 168 IN 1974 AND 144 IN 1975.

-- THE NUMBER OF VISAS GRANTED TO SOVIETS TRAVELLING TO THE U.S. FOR PROFESSIONAL REASONS HAS RISEN AS FOLLOWS: 1970 - 2122; 1971 - 2315; 1972 - 4802; 1973 - 5975; 1974 - 7215; JANUARY-SEPTEMBER 1975 - 8267. VISAS ISSUED TO PROFESSIONAL TRAVELLERS IN THE THREE MONTHS JULY - SEPTEMBER WERE 1864 IN 1974 AND 2426 IN 1975.

-- VISA REQUESTS FOR SOVIET CITIZENS TRAVELLING TO THE U.S. FOR BUSINESS OR UNDER EXCHANGE PROGRAMS ARE SUBMITTED BY DIPLOMATIC NOTE FROM THE FOREIGN MINISTRY. ALL ARE PRESUMED INELIGIBLE FOR ENTRY UNDER THE U.S. IMMIGRATION AND NATURALIZATION ACT AS AMENDED; WAIVERS ARE ROUTINELY OBTAINED; AND REFUSAL OF WAIVERS IS VERY INFREQUENT. IT WOULD APPEAR THAT MOST SOVIETS NOMINATED FOR

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BUSINESS OR PROFESSIONAL TRAVEL TO THE U.S. DO IN FACT TRAVEL, ALTHOUGH THERE HAVE BEEN INSTANCES WHERE "ILLNESS" HAS PREVENTED IT.

B. EVIDENCE OF ANY CHANGE TOWARD SIMPLIFICATION AND FLEXIBILITY IN ADMINISTRATION OF EXIT AND ENTRY PROCEDURES.

-- THE SOLE EXAMPLE NOTED SINCE AUGUST 1, 1975, HAS BEEN RECIPROCAL AGREEMENT ON ISSUANCE OF ONE-YEAR, MULTIPLE ENTRY/EXIT VISAS TO PERMANENTLY ACCREDITED JOURNALISTS AND THEIR FAMILY MEMBERS.

-- THE EMBASSY HAS REPEATEDLY PROPOSED THAT MULTIPLE ENTRY-EXIT VISAS BE ISSUED TO ACCREDITED BUSINESS REPRESENTATIVES ON A RECIPROCAL BASIS (MOST RECENTLY IN JANUARY 1975, AND IN LESS DIRECT FASHION IN AN ORAL DEMARCHE ON CSCE FOLLOW-UP IN SEPTEMBER 1975), BUT THE SOVIET GOVERNMENT HAS NOT YET RESPONDED. IN THE ORAL DEMARCHE OF SEPTEMBER, 1975, THE EMBASSY PROPOSED DISCUSSION OF RECIPROCAL ONE-YEAR MULTIPLE ENTRY/EXIT VISAS FOR EXCHANGE STUDENTS RESIDING FOR EXTENDED PERIODS IN THE OTHER COUNTRY; NO REPLY HAS BEEN RECEIVED..

-- THERE HAS BEEN NO CHANGE IN EXIT-REENTRY PROCEDURES FOR U.S. DIPLOMATS IN THE SOVIET UNION: EXIT VISAS VIA BREST OR OTHER EXIT/ENTRY POINTS BESIDES MOSCOW, LENINGRAD AND VYBORG REQUIRE SUBMISSION OF A REQUEST FOR AN EXCEPTION TO THE MFA CONSULAR ADMINISTRATION 3 - 5 DAYS BEFORE TRAVEL, AND A REENTRY VISA MUST BE APPLIED FOR ABROAD. THERE IS EVIDENCE OF A HARDENING OF SOVIET PRACTICE ON EXCEPTIONS REQUESTED IN THE USSR SINCE THE SPRING OF 1975; HOWEVER, EXCEPTION REQUESTS SUBMITTED ABROAD APPEAR TO BE ROUTINELY GRANTED.

-- SOVIET PRACTICE IN REQUESTING U.S. VISAS FOR TRAVEL UNDER OUR BILATERAL SCIENTIFIC-TECHNOLOGICAL AGREEMENTS IS CONFUSED AND OFTEN MARKED BY CHANGES OF DATE AND PURPOSE OF TRIP, WHICH CAN RESULT IN DELAYS AND DIFFICULTIES. SIMILARLY, ENTRY VISAS FOR U.S. DELEGATIONS TRAVELLING UNDER THESE AGREEMENTS ARE OFTEN DELIVERED AT THE LAST POSSIBLE MOMENT, AND LAST-MINUTE TRAVEL PLAN CHANGES ARE FREQUENT, WITH THE SAME RESULT.

-- IN OUR JUDGMENT, RAPID CHANGES IN THE DIRECTION OF
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GREATER SIMPLICITY AND FLEXIBILITY IN SOVIET EXIT/ENTRY PROCEDURES ARE UNLIKELY. WE RECEIVE FREQUENT COMPLAINTS THAT U.S. PROCEDURES FOR NONIMMIGRANT TRAVEL ARE MORE CUMBERSOME THAN THE SOVIET,

AND FREQUENT REMINDERS THAT THE SOVIET SIDE NORMALLY AUTHORIZES NON-IMMIGRANT VISAS FASTER THAN WE DO. HOWEVER, WE WOULD JUDGE THAT AGREEMENT CONCERNING EXIT/ENTRY VISAS FOR BUSINESSMEN AND LONG-TERM EXCHANGEES ON THE MODEL OF THE ARRANGEMENT FOR RESIDENT JOURNALISTS MAY BE POSSIBLE.

C. ANY EASING OF REGULATIONS CONCERNING MOVEMENT OF AMERICANS WITHIN HOST COUNTRY.

-- THE MOVEMENTS OF ALL AMERICANS AND OTHER FOREIGNERS IN THE USSR ARE TIGHTLY MONITORED.

-- JOURNALISTS ARE REQUIRED TO SUBMIT WRITTEN REQUESTS FOR INTERNAL TRAVEL PERMISSION TO THE MFA PRESS DIVISION AT LEAST 48 HOURS PRIOR TO DEPARTURE. ALTHOUGH DIRECT REFUSALS MAY NOT BE EMPLOYED, JOURNALISTS OFTEN CONSIDER THEMSELVES EXTREMELY LIMITED BY INDIRECT METHODS (UNAVAILABILITY OF NOVOSTI CAMERA CREWS FOR TV JOURNALISTS, LOCAL PERSONNEL TO BE INTERVIEWED "TOO BUSY," NO INVITATION FROM REGIONAL PARTY COMMITTEE).

-- SOVIET PRACTICE CONCERNING INTERNAL TRAVEL BY BUSINESSMEN FOR CLEARLY BUSINESS PURPOSES (E.G., VISITS TO A PLANT FOR WHICH AN AMERICAN FIRM HAS BEEN ASKED TO

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PROVIDE MACHINERY) HAS BEEN MIXED, BUT OFTEN FORTHCOMING. CLOSED
AREA EXCEPTIONS FOR PROFESSIONAL VISITS SEEM TO BE ROUTINELY
GIVEN. RESIDENT BUSINESSMEN AND FAMILY MEMBERS ALSO SEEM
TO HAVE MORE ACCESS THAN OTHER AMERICANS TO OUT-OF-THE-WAY
AREAS (E.G. TOMSK, THE VOLGA BETWEEN KAZAN AND ASTRAKHAN)
FOR PERSONAL RECREATIONAL TRAVEL. AT THE SAME TIME, BUSINESSMEN
ARE SUBJECT TO THE SAME RESTRICTIONS GOVERNING TRAVEL AS FOREIGN
GOVERNMENT EMPLOYEES, AND MUST SUBMIT WRITTEN REQUESTS TO THEIR

SPONSORING ORGANIZATION AT LEAST 48 HOURS PRIOR TO TRAVEL.

-- SOVIET PRACTICE CONCERNING TRAVEL OF RESIDENT STUDENTS IS MIXED. UNEXPECTED LACK OF ACCESS TO INSTITUTES OR LIBRARIES FOR STUDY MAY REMOVE THE OFFICIAL RATIONALE FOR TRAVEL TO A PARTICULAR CITY, BUT REQUESTS FOR TOURIST TRAVEL ARE OFTEN GRANTED ROUTINELY.

-- WITH SOME SIGNIFICANT EXCEPTIONS (KAMCHATKA IS A PRESENT TEST CASE), U.S. SCIENTIFIC-TECHNOLOGICAL DELEGATIONS TRAVEL FAIRLY WIDELY THROUGH THE USSR, AND SEVERAL HAVE BEEN TOLD BY LOCALS THEY WERE THE FIRST "FOREIGNERS" IN A GIVEN AREA. HOWEVER, WE HAVE FREQUENTLY POINTED OUT AN INEQUITY ARISING ON EXCHANGES OF VISITS ON A SENDING-SIDE-PAYS BASIS, WHERE U.S. DELEGATIONS PAY THE EXORBITANT TOURIST RATE AND SOVIET DELEGATIONS TO THE U.S. PAY REDUCED "OFFICIAL" RATES.
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-- LIKE OTHER RESIDENT DIPLOMATS, U.S. EMBASSY OFFICIALS ARE SUBJECT TO A COMPREHENSIVE TRAVEL CONTROL SYSTEM THROUGH THE COMBINED EFFECT OF OBLIGATORY USE OF THE UPDK RESERVATION SYSTEM AND FOREIGN MINISTRY TRAVEL REGULATIONS. IN RECENT MONTHS, THE MFA PROTOCOL DIVISION TO WHICH REQUESTS ARE MADE HAS TENDED TO AVOID DIRECT REFUSALS OF TRAVEL PERMISSION AND UTILIZE INDIRECT DISCOURAGEMENT OF UNWANTED TRAVEL, SUCH AS DISALLOWING RAIL OR AIR TRAVEL AND CLAIMING SHORTAGE OF HOTEL SPACE, INSTEAD.

-- WE HAVE DETECTED NO CHANGES IN SOVIET ATTITUDES OR PRACTICE TOWARD INTERNAL TRAVEL SINCE AUGUST 1, 1975.

D. REDUCTION OR INCREASE IN FEES FOR VISAS AND TRAVEL DOCUMENTS.

-- AMERICANS VISITING THE USSR ARE NOT CHARGED A FEE TO OBTAIN A VISA, BUT TOURISTS ARE REQUIRED TO PREPAY TOURS AND TO CONVERT CURRENCY AT UNREALISTIC OFFICIAL RATES OF EXCHANGE.

-- FEES CHARGED FOR TRAVEL DOCUMENTS TO SOVIET CITIZENS ARE DESCRIBED IN PARA 4E ABOVE.

-- WE HAVE SEEN NO EVIDENCE OF CHANGES IN SOVIET FEE PRACTICE SINCE THE EDUCATION TAX CEASED TO BE LEVIED ON JEWISH EMIGRANTS IN 1973.

7. ONE CRITERION FOR IMPROVEMENT IN THE AREA OF PERSONAL AND PROFESSIONAL TRAVEL WOULD BE CHANGES WHICH MIGHT, FOR INSTANCE, INCLUDE GRANTING MULTIPLE ENTRY/EXIT VISAS TO BUSINESSMEN AND STUDENTS AND RELAXING TRAVEL CONTROLS ON FOREIGN VISITORS AND DIPLOMATS.

8. DISSEMINATION OF INFORMATION

-- DATA ON DISTRIBUTION OF FOREIGN INFORMATION IN THE USSR ARE NOT EASILY AVAILABLE, BUT OUR FEW INDICATORS SHOW NO SIGNIFICANT RELAXATION IN RESTRICTIONS.

A. INCREASE IN NUMBER OF COPIES AND IN TITLES OF NEWSPAPERS, MAGAZINES AND BOOKS IMPORTED FROM THE US.

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-- VISITORS REPORT THAT IT IS POSSIBLE TO OBTAIN NON-COMMUNIST FOREIGN NEWSPAPERS IN MAJOR MOSCOW AND LENINGRAD INTOURIST HOTELS BY LOUD INSISTENCE AND EXTRA PAYMENTS TO NEWSTAND ATTENDANTS, BUT THEY ARE NEVER DISPLAYED LIKE COMMUNIST PRINTED MATERIAL, INCLUDING SOME FROM NON-COMMUNIST COUNTRIES.

-- THE SOVIETS UNDOUBTEDLY BUY MORE BOOKS AND AUTHORS' RIGHTS FROM THE US THAN THE US FROM THE USSR, AS THEY CLAIM. EMPHASIS IS ON SCIENCE AND TECHNOLOGY. ACCORDING TO THE OFFICIAL SOVIET AUTHORS' RIGHTS AGENCY, ANNUAL SOVIET PURCHASE OF RIGHTS TO US MATERIALS COSTS ABOUT \$1,400,000, ABOUT TWICE US PURCHASES HERE. HOWEVER, SOVIET WORKS ARE OFTEN MUCH LESS COSTLY THAN US WORKS OF COMPARABLE INFORMATIONAL VALUE, ESPECIALLY IN SCIENCE AND TECHNOLOGY, SO THAT THE ACTUAL FLOW OF INFORMATION IS MORE BALANCED THAN THESE RAW FIGURES WOULD INDICATE.

-- THERE HAS BEEN A SLIGHT EXPANSION IN RECENT YEARS IN EXHIBITS OF FOREIGN BOOKS AT LARGE LIBRARIES AND SPECIAL INSTITUTES. EXAMPLES ARE THE WILEY PUBLISHING HOUSE EXHIBIT LAST YEAR, THE CURRENT CANADIAN EXHIBIT AT LENIN LIBRARY, WHICH WILL TRAVEL, AND SEVERAL PROJECTED EMBASSY-SPONSORED BOOK EXHIBITS IN CONNECTION WITH THE US BICENTENNIAL YEAR. THE RECENT MOSCOW INTERNATIONAL BOOK SHOW FEATURED FOREIGN "SOCIALIST" PRESSES, BUT CONVERSATIONS WITH EXHIBIT AUTHORITIES SUGGESTED PROSPECTS FOR BROADER CONTENT IN THE FUTURE.

B. INCREASE IN NUMBER OF PLACES WHERE WESTERN PUBLICATIONS ARE ON SALE, OR ARE AVAILABLE TO PUBLIC IN PUBLIC AND UNIVERSITY LIBRARIES.

-- THERE HAS BEEN NO OBVIOUS CHANGE. IT IS DIFFICULT TO ESTIMATE WHETHER THE NUMBER OF PERSONS AUTHORIZED TO OBTAIN WESTERN PUBLICATIONS THROUGH SPECIALIZED INSTITUTES HAS INCREASED OR WHETHER THE SELECT HOLDINGS AT SPECIAL LIBRARIES WHERE MOST WESTERN PUBLICATIONS ARE KEPT HAS AUGMENTED. THERE IS NO INDICATION THAT THE OPEN ACCESS AREAS OF PUBLIC LIBRARIES ARE DISPLAYING MORE FOREIGN MATERIALS.

-- AT THE SAME TIME, INITIAL EMBASSY ATTEMPTS TO LOAN BOOKS

BY MAILING SUBJECT BIBLIOGRAPHIES HAS BROUGHT ABOUT A DOZEN
RESPONSES, WITH ENCOURAGEMENT TO CONTINUE.
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C. POSSIBILITIES FOR TAKING OUT SUBSCRIPTIONS TO WESTERN
PUBLICATIONS.

-- THERE HAS BEEN NO OBVIOUS CHANGE. THOUGH PRIVATE CITIZENS
ARE PERMITTED TO SUBSCRIBE TO WESTERN PUBLICATIONS, IT IS OUR
IMPRESSION THAT THEY ARE USUALLY CONFISCATED AT THE POST OFFICE
ON ARRIVAL. THIS DOES NOT PERTAIN TO ALL PERSONS OR PUBLICATIONS,
HOWEVER. INDIVIDUALS WITH HARD CURRENCY WHICH THE AUTHORITIES
CONSIDER TO HAVE BEEN LEGITIMATELY OBTAINED CAN AND DO SUBSCRIBE
TO WESTERN PUBLICATIONS, ESPECIALLY OF A TECHNICAL NATURE,
AND CULTURE MINISTER DEMICHEV RECENTLY REFERRED TO A GENTLEMAN
PERMITTED TO SUBSCRIBE TO PLAYBOY BECAUSE OF HIS ADVANCE AGE.
THERE IS NO RECORD OF THE OFFICIAL PRINTED-MATTER PROCUREMENT
AGENCY, SOYUZPECHAT, ACCEPTING SUCH SUBSCRIPTIONS, EXCEPT FOR
PUBLICATIONS PERMITTED UNDER BILATERAL AGREEMENTS, LIKE AMERIKA
AND ITS UK COUNTERPART ANGLIYA, CIRCULATION OF WHICH IS HELD
WELL BELOW POTENTIAL DEMAND.

D. PREVALENCE, AND ANY INCREASE OF AMERICAN AND WESTERN FILMS.

-- AN ESTIMATED ONE TO FIVE US FILMS ARE PURCHASED EACH YEAR.
SELECTION APPEARS TO BE DETERMINED IN LARGE PART BY THE NEGATIVE
IMAGE OF AMERICAN SOCIETY PROJECTED. SELECTION OF US FILMS FOR
SOVIET FILM FESTIVALS OFTEN GIVES THE SAME IMPRESSION; HOWEVER,
IN OUR JUDGMENT MPAA PARTICIPATION IN SOVIET FESTIVALS WOULD
PROBABLY GO SOME DISTANCE TO RESTORE BALANCE IN US OFFERINGS
ACCEPTED. AMCONGEN LENINGRAD REPORTS THAT FEW US AND WESTERN
FILMS ARE SHOWN, AND THOSE MAINLY OLD OR VERY

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SAJ-01 ACDA-05 AID-05 COME-00 EB-07 FRB-03 TRSE-00

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USMISSION GENEVA

AMEMBASSY HELSINKI

AMCONSUL KRAKOW

AMCONSUL LENINGRAD

AMEMBASSY LISBON

AMEMBASSY LONDON

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AMEMBASSY MADRID POUCH

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AMEMBASSY ROME

AMEMBASSY SOFIA

AMEMBASSY STOCKHOLM

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LIGHT SUBJECT MATTER. NON-US FOREIGN FILMS FOR GENERAL DISTRIBUTION ARE FREQUENTLY MARKED BY CRITICAL TONE TOWARD US, I.E. FILMS FROM NORTH VIETNAM AND CUBA.

--THERE HAS BEEN NO DISCERNIBLE CHANGE IN THESE PRACTICES. SOVIET OFFICIALS HAVE INSISTED THERE WILL BE NO INCREASED DISTRIBUTION OF US FILMS IN THE USSR UNTIL MORE SOVIET FILMS ARE SHOWN IN THE US.

E. CHANGES IN JAMMING OF WESTERN RADIO BROADCASTS.

--UNJAMMED WESTERN RADIOS HAVE EXTENSIVE AUDIENCES, AND EVEN JAMMED STATIONS HAVE INTENSELY LOYAL AND DEDICATED FOLLOWINGS.

--THERE HAS BEEN NO RECENT CHANGE NOTED. RADIO LIBERTY IS STILL JAMMED, VOA HAS NOT BEEN SINCE AUGUST, 1973. OCCASIONAL REPORTS THAT VOA UKRAINIAN BROADCASTS ARE JAMMED MAY REFLECT SPILLOVER FROM JAMMING OF RADIO LIBERTY. MINSK STATION INTERFERENCE WITH VOA BROADCASTS ORIGINATING IN THE FRG MAY WELL RESULT SIMPLY FROM POWER INCREASES AT MINSK.

F. SUCCESS IN PLACEMENT OF US FILMS, TV MATERIAL, RADIO ITEMS.

--A SIGNIFICANT CHANGE IN THIS AREA TOOK PLACE AFTER THE 1972 PRESIDENTIAL VIST, AND IMPROVEMENT HAS CONTINUED GRADUALLY.

--LIMITED NUMBERS OF FILMS ARE PLACED ON SOVIET TV
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AND SOME EMBASSY-PROVIDED MUSIC TAPES ARE PLAYED ON SOVIET RADIO. THE EMBASSY PLACES A MODEST BUT INCREASING NUMBER OF DOCUMENTARY FILMS WITH IMPORTANT INSTITUTES, UNIVERSITIES AND SCHOLARLY CLUBS. OCCASIONAL SPECIAL SCREENINGS OF VTRS ON EMBASSY PREMISES HAVE PROCEEDED WITHOUT OFFICIAL INTERFERENCE. HOWEVER, SOME NON-OFFICIAL BORROWERS COMING TO THE EMBASSY TO PICK UP FILS HAVE BEEN HARASSED BY SOVIET MILITIA GUARDS.

--AMCONGEN LENINGRAD HAS INCREASED THE NUMBER OF ITS FILM SHOWINGS AND LOANS DURING 1975, PARTICULARLY WITH THE HOUSE OF FRIENDSHIP AND LENINGRAD POLYTECHNICAL UNIVERSITY. A PROGRAM OF VTRS IN THE LIBRARY AND RESIDENCE IS EXPANDING, BUT DOES NOT REACH LARGE AUDIENCES.

9. WORKING CONDITIONS FOR US JOURNALISTS.

A. NUMBERS OF APPROVALS AND REJECTIONS OF VISAS FOR AMERICAN JOURNALISTS.

--TO OUR KNOWLEDGE, SEVERAL VISA REQUESTS FOR US

JOURNALISTS HAVE BEEN APPROVED SINCE AUGUST 1, 1975,
AND NONE HAS BEEN TURNED DOWN.

B. WHETHER MULTIPLE ENTRY/EXIT VISAS ARE ACCORDED
PERMANENTLY ACCREDITED AMERICAN JOURNALISTS.

--YES, UNDER THE TERMS OF A US-SOVIET EXCHANGE
OF NOTES PROPOSED BY THE AUGUST 7 AND DATED SEPTEMBER 29, EFFECTIVE OCTOBER 1, COVERING RESIDENT AMERICAN
JOURNALISTS AND THEIR FAMILIES.

C. ANY EASING OF RESTRICTIONS ON AMERICAN JOURNALISTS
FOR TRAVEL WITHIN THE USSR.

--SEE ALSO PARA 6 CABOVE.

--IT WOULD APPEAR THAT THERE HAS NOT BEEN ANY
EASING RESTRICTIONS IN RECENT MONTHS, OR SINCE
AUGUST 1, 1975.

D. EVIDENCE OF INCREASE OF OPPORTUNITIES FOR AMERICAN
JOURNALISTS TO COMMUNICATE PERSONALLY WITH SOURCES,
BOTH OFFICIAL AND PRIVATE.

--NO SUBSTANTIAL IMPROVEMENT HAS BEEN NOTED.
JOURNALISTS RECENTLY HAD NO TROUBLE VISITING SAKHAROV,
BUT WE HAVE BEEN TOLD THAT OTHER VISITS HAVE BEEN SUBJECT TO SURVEILLANCE AND ONE JOURNALIST RECENTLY HAD HIS
TIRES SLASHED WHILE VISITING A DISSIDENT. AN AMERICAN
TV TEAM IN MOSCOW RECENTLY HAD TO BRING A CORPORATION
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VICE PRESIDENT IN TO THREATEN SENIOR OFFICIALS OF THE
STATE COMMITTEE ON RADIO AND TV WITH CALLING OFF THE
ENTIRE PROJECT BEFORE ACCESS TO SURCES BECAME
ACCEPTABLE.

--AMCONGEN LENINGRAD, ON THE OTHER HAND, REPORTS
THAT THE FEW MOSCOW-BASED CORRESPONDENTS VISITING LENINGRAD DURING 1975 HAVE BEEN PLEASED WITH THEIR RECEPTION AND ACCESS TO SOURCES.

--IMMEDIATELY AFTER SIGNATURE OF THE HELSINKI FINAL
ACT AUGUST 1, US CORRESPONDENTS REQUESTED A MEETING
WITH THE MFA PRESS DEPARTMENT CHIEF TO DISCUSS FINAL
ACT PROVISIONS ON WORKING CONDITIONS FOR JOURNALISTS.
THERE HAS BEEN NO ANSWER YET.

E. WHETHER AMERICAN JOURNALISTS CAN IMPORT TECHNICAL
EQUIPMENT RELATED TO THEIR WORK, AND BRING IN TECHNICIANS SUCH AS CAMERAMEN.

-- AMERICAN TV TEAMS OFTEN ARE OBLIGED TO RELY ON
SOVIET TECHNICIANS AND EQUIPMENT. HOWEVER, FOREIGN
EQUIPMENT AND TECHNICIANS ARE ALLOWED IN FOR SPECIAL
EVENTS, SUCH AS THE APOLLO-SOYUZ FLIGHT AND SUMMIT
MEETINGS. CBS PLANS TO SEEK PERMISSION SOON TO BRING
IN A RESIDENT CAMERAMAN WITH HIS OWN EQUIPMENT.

F. POSSIBILITY FOR AMERICAN JOURNALISTS TO TRANSMIT
ABROAD, UNHINDERED, NEWS REPORTS, TAPE RECORDINGS AND
UNDEVELOPED FILM.

--EXCEPT AS NOTED BELOW, THE EMBASSY HAS RECEIVED NO COMPLAINTS IN THIS AREA IN RECENT MEMORY, AND THEREFORE ASSUMES THE SOVIETS DO NOT CURRENTLY RESTRICT SUCH TRANSMISSION. ONE SERIOUS INCIDENT OF SOVIET INTERFERENCE WITH US TV TRANSMISSIONS OCCURRED DURING THE 1974 PRESIDENTIAL VISIT TO MOSCOW, WHEN "TECHNICIANS REFUSED" TO TRANSMIT MATERIAL ON INTERVIEWS WITH SOVIET DISSIDENTS.

G. WHETHER AMERICAN JOURNALISTS WERE EXPELLED.

--NONE HAS BEEN EXPELLED IN RECENT YEARS.

10. CRITERIA FOR ASSESSING SOVIET COMPLIANCE CONCERNING DISSEMINATION OF INFORMATION.

--PRINTED INFORMATION:

(A) INCREASE NUMBERS OF KIOSKS WHERE AMERIKA ON SALE AND INFORM EMBASSY OF LOCATION THROUGHOUT COUNTRY.
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(B) INCREASE NUMBERS OF SALES POINTS FOR INTERNATIONAL HERALD TRIBUNE IN MOSCOW AND ELSEWHERE, AND HAVE COPIES VISIBLY DISPLAYED FOR BOTH SOVIET AND FOREIGN PURCHASE.

(C) INCREASE NUMBER OF COPIES DISTRIBUTED FOR ABOVE PUBLICATIONS.

(D) PLACE TIME AND NEWSWEEK ON SALE AT KIOSKS AVAILABLE TO GENERAL PUBLIC.

(E) HAVE ADEQUATE COPIES OF ABOVE PUBLICATIONS AVAILABLE FOR PARTICIPANTS IN VISITS AND CONFERENCES.

(F) ALLOW UNIMPEDED DELIVERY OF SUBSCRIPTION COPIES OF ABOVE PUBLICATIONS AND OTHER SPECIALIZED AND TECHNICAL PUBLICATIONS (SUCH AS SCIENTIFIC AMERICAN, NEW YORK REVIEW OF BOOKS) TO INDIVIDUAL SOVIET CITIZENS.

(G) HAVE WIDE SELECTION OF US PUBLICATIONS PUBLICLY DISPLAYED AND ACCESSIBLE TO PUBLIC IN LENIN LIBRARY AND COMPARABLE INSTITUTIONS IN MAJOR SOVIET CITIES.

--FILMED AND BROADCAST INFORMATION:

(A) BEGIN REGULARLY SCHEDULED SHOWINGS OF AMERICAN FILMS ON SOVIET TV.

(B) INCREASE NUMBERS OF AMERICAN FILMS SHOWN IN PUBLIC MOVIE THEATERS.

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AMEMBASSY BUDAPEST

AMEMBASSY COPENHAGEN

AMEMBASSY DUBLIN

USMISSION GENEVA

AMEMBASSY HELSINKI

AMCONSUL KRAKOW

AMCONSUL LENINGRAD

AMEMBASSY LISBON

AMEMBASSY LONDON

AMEMBASSY LUXENBOURG

AMEMBASSY MADRID POUCH

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(C) CEASE JAMMING OF RADIO LIBERTY.

(D) CEASE INTERFERENCE WITH VOA FREQUENCIES.

-- COOPERATION IN THE FIEL OF INFORMATION:

(A) ALLOW AP AND UPI TO SELL SERVICE DIRECTLY TO SOVIET
AND OTHER CUSTOMERS.

(B) ALL US PUBLISHING HOUSES TO MAKE DIRECT SALES TO SOVIET
INSTITUTIONS, INCLUDING BOOK STORES.

(C) PERMIT AMERICAN CORRESPONDENTS TO JOIN THE JOURNALISTS'
CLUB.

(C) PRINT MORE TRANSLATED ARTICLES FROM US PUBLICATIONS.

-- IMPROVEMENT OF WORKING CONDITIONS FOR JOURNALISTS:

(A) SIGNIFICANTLY INCREASE TRAVEL AUTHORIZATIONS FOR INTERNAL
TRIPS REQUESTED BY JOURNALISTS.

(B) RESPOND TO TRAVEL REQUESTS WITHIN ONE WEEK.

(C) GRANT PERIODIC MEETINGS WITH CHIEF OF MFA PRESS SECTION.
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(D)RESPOND TO REQUESTS FOR APPOINTMENTS WITH SOVIET OFFICIALS
WITHIN ONE WEEK.

(E) AUTHORIZE TV AND RADIO PERSONNEL (BOTH US AND OTHER)
AND EQUIPMENT TO ENTER COUNTRY WHEN REQUESTED BY ACCREDITED
CORRESPONDENTS.

11. CULTURAL, SCIENTIFIC AND EDUCATIONAL EXCHANGES.

A. ANY INCREASE IN NUMBER OF CULTURAL, SCIENTIFIC, EDUCATIONAL

OR OTHER EXCHANGES WITH THE US. (THE DEPARTMENT MAY WISH TO SUPPLEMENT THE FOLLOWING BRIEF DESCRIPTIONS OF STATUS AS OF AUGUST 1, 1975 AND NEAR-TERM PROSPECTS AS WE SEE THEM.)

-- EDUCATIONAL AND CULTURAL EXCHANGES HAVE BEEN INCREASING CONSIDERABLY IN QUANTITY AND SUBSTANCE DURING THE PAST TWO YEARS. POST-CSCE PROSPECTS ARE FOR A CAREFUL BUT STEADY EXPANSION.

-- CULTURE.

(1) GRADUATE STUDENT EXCHANGE: 49 IN EACH DIRECTION; RECENT 25 PERCENT INCREASE; POLITICALLY-MOTIVATED TURN-DOWNS FEW (NONE IN 1974, ONE IN 1975); NO US PLANS FOR INCREASE.

(2) SENIOR RESEARCH SCHOLAR EXCHANGE: 50 MAN/MONTHS PER YEAR IN EACH DIRECTION; SOVIETS RECENTLY PROPOSED INCREASE TO 100 MAN/MONTHS IN THE HUMANITIES AND SOCIAL SCIENCES, TO TAKE EFFECT IN 1976; US RESPONSE PENDING.

(3) GRADUATE STUDENTS IN THE ARTS: NEW PROGRAM, CURRENTLY WITH ONE IN EACH DIRECTION; EFFORTS ARE UNDERWAY TO INCREASE TO AT LEAST TWO AND POSSIBLY FOUR.

(4) FULBRIGHT LECTURER EXCHANGE: 10-12 IN EACH DIRECTION; US HAS PROPOSED INCREASE TO 20 AND INCLUSION OF NEW ORGANIZATIONS AND FIELDS; SOVIET RESPONSE PENDING.

(5) SUMMER LANGUAGE TEACHER EXCHANGE: 32 IN EACH DIRECTION NOW, WITH 35 PROPOSED BY US FOR 1976.
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(6) LIBRARY ADMINISTRATORS: NEW PROGRAM, WITH ONE SOVIET DELEGATION TO THE US IN 1975 AND ONE DELEGATION IN EACH DIRECTION PLANNED FOR 1976, PLUS EXCHANGES OF SPECIALISTS AND LIBRARY MATERIALS AND EXHIBITS.

(7) CULTURAL DELEGATIONS: NEW PROGRAM, WITH AT LEAST TWO EXPECTED IN 1976.

(8) PUBLISHING: NEW PROGRAM, WITH A SEMINAR AND EXCHANGE OF SPECIALISTS EXPECTED IN 1976.

(9) INTERNATIONAL VISITOR PROGRAM INVITATIONS: NEW PROGRAM, TO INVOLVE ABOUT FIVE GRANTS THIS CALENDAR YEAR, WITH TWELVE OR MORE EXPECTED IN 1976.

(10) VISITS OF POLITICAL PERSONALITIES: THIS PROGRAM WAS WELL UNDERWAY BEFORE CSCE AND HAS REMAINED ACTIVE: DELEGATIONS

OF PARLIAMENTARIANS WERE EXCHANGES IN 1973 AND 1975; SOVIET GOVERNORS VISITED THE US IN 1974, AND A SECOND GROUP EXPECTED TO VISIT THE US IN 1976; ONE DELEGATION OF YOUNG POLITICAL LEADERS IN EACH DIRECTION IS TAKING PLACE IN BOTH 1975 AND 1976; IN A NEW PROGRAM, THE US WILL INVITE A DELEGATION OF PARTY LEADERS FROM MEDIUM-SIZED CITIES.

(11) JOURNALISTS' EXCHANGES: NEW PROGRAM, WITH ONE DELEGATION IN EACH DIRECTION IN BOTH 1975 AND 1976, AND A NEW PROGRAM FOR BUSINESS AND COMMERCIAL JOURNALISTS PROPOSED FOR 1976.

-- EDUCATION:

(1) UNIVERSITY LEADERS: NEW PROGRAM, WITH ONE SOVIET DELEGATION TO THE US IN 1975 HEADED BY MOSCOW STATE UNIVERSITY RECTOR AND TWO TO BE SUGGESTED IN 1976.

(2) PRIVATE EXCHANGES BETWEEN UNIVERSITIES: ONE MAJOR NEW PROGRAM BEGAN IN 1974, WITH THE STATE UNIVERSITY OF NEW YORK, AND CONTINUES TO PROSPER. THE SOVIETS HAVE RECENTLY INDICATED WILLINGNESS TO CONSIDER FURTHER PROPOSALS FROM US UNIVERSITIES FOR UNIVERSITY-TO-UNIVERSITY EXCHANGES.

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(3) EDUCATION SEMINARS: FOLLOWING DELEGATION EXCHANGES, TWO SEMINARS ARE PLANNED FOR 1976 FOR CONSIDERABLY LONGER AND MORE SUBSTANTIVE SEMINARS; THUS, INCREASE IN QUALITY AND DEPTH, RATHER THAN QUANTITY.

(4) VOCATIONAL EDUCATION: NEW PROGRAM WITH THE STATE COMMITTEE ON VOCATIONAL EDUCATION, WITH ONE SEMINAR IN EACH DIRECTION PLANNED FOR 1976.

-- SCIENCE AND TECHNOLOGY:

(1) COOPERATION IN THIS FIELD, SPURRED BY THE NUMEROUS AGREEMENTS OF 1972-1974, IS ALREADY LARGE AND GROWING. AS DEPUTY PREMIER V.A. KIRILLIN NOTED IN AN OCTOBER PRESS CONFERENCE, US-SOVIET COOPERATION IN SCIENCE AND TECHNOLOGY IS ALREADY MORE ADVANCED IN MANY AREAS THAN REQUIRED BY CSCE PROVISIONS.

(2) WE SEE NO ALTERATION IN THE RATE OF GROWTH SINCE AUGUST 1, 1975, WHICH MIGHT BE ATTRIBUTABLE TO CSCE. THE JOINT COMMITTEE ON COOPERATION IN TRANSPORTATION MET IN SEPTEMBER AND AGREED TO START TWO NEW PROJECTS AND TO DEEPEN COOPERATION IN AREAS WHERE IT ALREADY EXISTS. BOTH DIRECTIONS HAD BEEN DISCUSSED PRIOR TO AUGUST 1. THE JOINT COMMISSION

ON SCIENCE AND TECHNOLOGY MET IN OCTOBER AND AGREED THAT WHILE NO NEW AREAS WERE TO BE OPENED TO COOPERATION, SPECIAL EFFORT WAS TO GO TO CERTAIN PROMISING FIELDS WHERE IT ALREADY EXISTS. SUCH FORWARD STEPS FOLLOW PATTERNS EXISTING PRIOR TO SIGNATURE OF THE FINAL ACT.

(3) TWO SMALL RECENT IMPROVEMENTS MAY HOWEVER BE WORTH NOTING. SOVIET OFFICIALS WORKING ON COOPERATION IN TRANSPORTATION HAVE BEGUN TO DELIVER MATERIALS TO EMBASSY MOSCOW, WHICH HANDLES THE BULK OF COMMUNICATIONS IN SCIENTIFIC-TECHNOLOGICAL COOPERATION, RATHER THAN REQUIRING THEM TO BE PICKED UP. AND, ON THE OCCASION OF ITS 250TH ANNIVERSARY CELEBRATION THE ACADEMY OF SCIENCES PROVIDED ALL INVITEES A TWO-VOLUME LIST OF ACADEMY MEMBERS GIVING BIOGRAPHIC DATA AND PHOTOS (OR LIKENESSES), PLUS A SMALL BOOK CONTAINING INSTITUTE AFFILIATIONS AND TELEPHONE NUMBERS OF LIVING MEMBERS. PROVIDING SUCH INFORMATION
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IS QUITE RARE IN SOVIET PRACTICE.

12. CRITERIA FOR ASSESSING SOVIET PERFORMANCE IN FOSTERING EDUCATIONAL AND CULTURAL EXCHANGES.

MEASUREMENTS WOULD BE IN DEGREES RATHER THAN SHARPLY DEFINED STANDARDS, AND MIGHT INCLUDE:

-- DEMONSTRATION OF SOVIET WILLINGNESS TO ENTER NEW EXCHANGE ARRANGEMENTS OF PRIORITY TO THE UNITED STATES.

-- PUBLICATION OF TRANSLATED AMERICAN BOOKS IN GREATER QUANTITIES AND BROADER SUBJECT MATTER.

-- ACCEPTANCE OF AMERICAN BOOK EXHIBITS OPEN TO THE GENERAL PUBLIC.

-- FREER ACCESS TO SCHOLARLY MATERIALS AND ABSENCE OF VISA TURNDOWNS FOR AMERICAN SCHOLARS.

-- FREER TRAVEL OF AMERICAN SCHOLARS.

-- DEVELOPMENT OF FREER TIES BETWEEN SOVIET AND AMERICAN UNIVERSITIES AND OTHER EDUCATIONAL AND CULTURAL ORGANIZATIONS.

-- BROADER RECEPTIVITY OF SOVIET INSTITUTIONS TO AMERICAN LECTURERS AND SPEAKERS.

-- UNHINDERED MAILING OF SCHOLARLY AND PUBLIC AFFAIRS MATERIALS TO EDUCATIONAL AND CULTURAL AUDIENCES, E.G., SUBSCRIPTIONS TO JOURNALS IN THE FIELDS OF RETURNED GRANTEES.

-- OPEN PARTICIPATION BY SOVIET SCHOLARS AND CULTURAL
FIGURES IN AMERICAN AND INTERNATIONAL SYMPOSIA.
MATLOCK

CONFIDENTIAL

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Message Attributes

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